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Background Paper 14(B)

ADULT PARTICIPATION IN
EDUCATION AND TRAINING AND
REQUIREMENTS FOR EDUCATIONAL
LEAVE

Normand Caron

Skill Development Leave Task Force

Background
Paper

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EDUCATION AND TRAINING AND
REQUIREMENTS FOR EDUCATIONAL
LEAVE

Normand Caron

Institut canadien d'éducation des
adultes

April 1983

This is one in a series of background papers prepared for the Task Force on Skill Development Leave. The opinions expressed are those of the author(s) and do not necessarily reflect the views of the Task Force or the Department of Employment and Immigration.



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- 1 The official mandate of the Skill Development Leave Task Force is as follows:

The Task Force will examine the impact and feasibility of a national policy on Skill Development Leave. To carry out this examination the Task Force is asked to give consideration to:

 - I) the importance of Skill Development Leave as a mechanism for the retraining upgrading and updating of workers in a dynamic Canadian Society;
 - II) the various federal departmental focuses as they pertain to Skill Development Leave and to national priorities in support of employability, research and development, access, equity, mobility, and economic development;
 - III) an examination of the International and Canadian Experience with Skill Development Leave;
 - IV) an examination and assessment of Paid Educational Leave Convention 140 of the International Labour Organization;
 - V) the objectives of Labour and Management groups in the promotion of communications and effectiveness in industrial life;
 - VI) an identification of gaps that currently exist in the Canadian capacity to maintain a highly current and skilled labour force;
 - VII) the necessity for open consultations on Skill Development Leave between the public and private sectors and their constituent groups;
- 2 This study was conducted in parallel and in cooperation with the Canadian Association of Adult Education (CAAE).

INTRODUCTION

The Institut canadien d'éducation des adultes¹ has conducted a study on adult participation in education and training and on educational leave needs on behalf of the federal Skill Development Leave Task Force, created by the Minister of Employment and Immigration, Mr. Lloyd Axworthy, in November 1982.²

The purpose was to "study the clientele likely to use educational leave, the needs of such groups, their perception of this approach, and their assessment of the formula as a means of removing the barriers that currently inhibit continuing training."

In order to achieve this goal, the ICEA had to carry out consultative work, refer to existing studies and analyse complementary data. In addition, it had to conduct a national opinion poll on the participation and attitudes of Canadian adults toward education and training and skill development leave.

The work was designed to culminate in the presentation of a study-summary dealing with adult participation in continuing education and with the support provided to individuals for this purpose. This report outlines the consultative and reference work, and the analysis of existing or new data that was conducted by the Institut canadien d'éducation des adultes for the purposes of this study.

- 3 See particularly - ICEA, CAAE. From the Adult's Point of View. Montreal, October 1982; and Sondage sur les adultes québécois et leurs activités éducatives, Commission d'étude sur la formation des adultes, Annexe 2, Montréal February 1982.

Note: There are differences in adult participation among the various surveys consulted. This is explained by the fact that education and training are sometimes broadly and sometimes narrowly defined.

- 4 PAQUET, Pierre. Le congé-éducation. Document prepared for ICEA and based on a new analysis of data obtained in 1980 from Quebec firms.

Part One presents an analysis of adult participation in education and training, and the main characteristics of such participation. The analysis is based on data obtained from a national poll conducted by Gallup in March 1983 and from a study of additional data on adult participation in education obtained from recent surveys.³

This section also contains an analysis of the types of educational leave currently in effect and who uses them, in Canada and in particular Quebec. Data obtained from the aforementioned surveys, complemented by a recent study on educational leave in Quebec⁴, are used to support this analysis.

Part Two contains a discussion of the needs and attitudes of adults with regard to education and training. It concentrates on the emergence of the technological society and the profound changes it provokes in the employment and education sectors. Here again, surveys are the major sources of information but are complemented by the results of consultations with various groups and representative organizations.

The conclusion contains a summary of the study in which we shall attempt to show the political implications of these issues and situate the positive and negative aspects of educational leave in relation to the needs of clientele likely to participate in it.

PART ONE

PARTICIPATION IN TRAINING AND EDUCATION:
CHARACTERISTICS, BARRIERS AND SUPPORTS

5 To the following question in the most recent survey on adult education (GALLUP '83)

"If you had to give advice to people whose jobs had been affected by changes in the workplace, what specific advice would you give to help them cope with or adjust to these changes?"

Over 53% of respondents advised returning to school, retraining, learning a new trade, seeking better or broader training, or training that is more related to a new job.

See ICEA-CAAE Survey, March 1983, Question 14D.

6 Among the most significant and "authorized" studies we can certainly cite:

- a) ADAMS, R., Education and Working Canadians. Report of the Royal Commission of Inquiry on Educational Leave and Productivity, Ottawa, 1980.
- b) CEFA. Apprendre, une action volontaire et responsable. Commission d'étude sur la formation professionnelle et socio-culturelle des adultes québécois, Quebec, February 1982

7 See:

Data from Gallup '82 and '83 and CROP-CEFA (1980) surveys. In this case, they are special analyses done by ICEA for the purposes of this report, and to which we shall refer in this study as, "Complementary Data, March 1983".

1. PARTICIPATION IN ADULT EDUCATION: MAJOR TRENDS

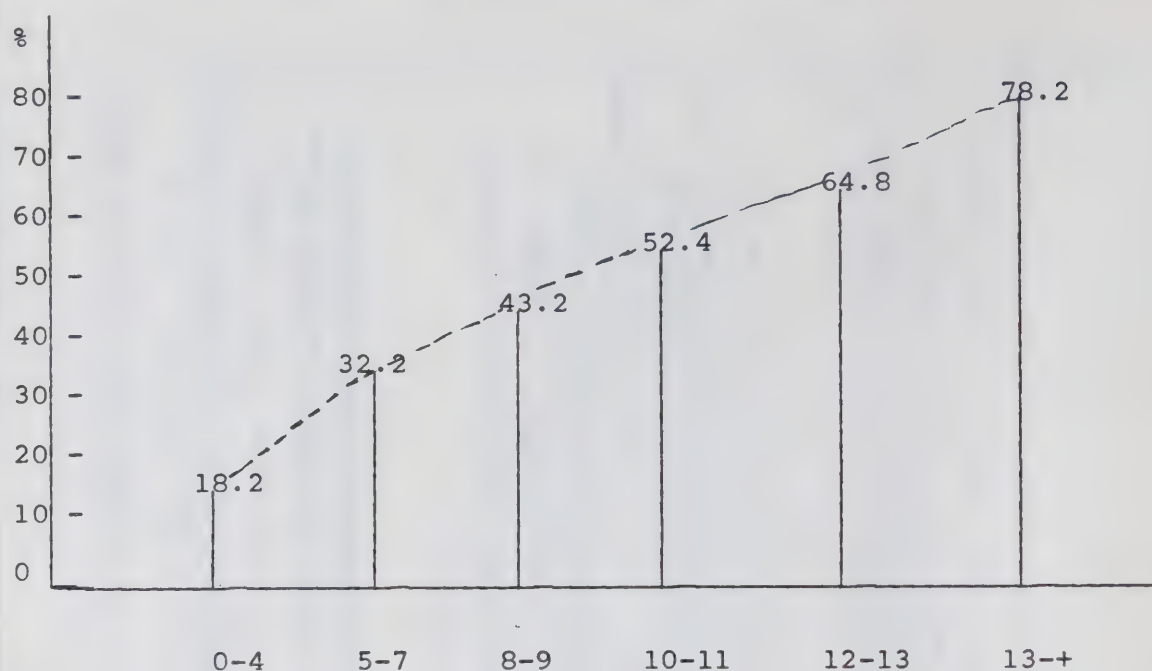
1.1 - Preliminary Remarks

Adult education comprises a vast and diverse group of structured training activities designed to meet very broad expectations and needs. In the current economic context, education and training are perceived as a privileged means of upward social mobility and as a major factor for the development of human resources and of the capacity for change.⁵

The participation in educational and training activities is not the same for all adults. Analysis of participation indicates that there are major and significant differences, both in quantitative (number of activities, rate of participation, number of hours devoted to training, etc.) and in qualitative terms (type of course taken, type of training chosen, institution attended, etc.), depending on the socio-economic group to which an adult belongs. A number of earlier studies have identified differences in the behaviour and attitudes of adults in Quebec (and Canada) with regard to education.⁶

This study has thus attempted to verify the major characteristics of different types of participation (or non-participation) in adult education. Using and analysing the most recent socio-demographic data obtained from these surveys,⁷ the study will present the most evident and significant signs of inequalities that still prevail with regard to access to adult education and training. One of several points revealed is that adults, already in an advantageous position as a

8 TABLE 1: PARTICIPATION BY PREVIOUS SCHOOLING



SOURCE: CROP-CEFA Survey, Complementary Data, March 1983.

These data were clearly corroborated by the most recent ICEA-CAAE survey (1983) as shown by the following table:

GALLUP (1983) - Q.2 Respondent's situation vis-à-vis education, according to previous schooling

	0-7	8-12	13+	TOTAL AVERAGE
1. Still in school	1.8	4.1	12.1	5.2
2. Finished school and has never participated in activities	80.5	54.7	26.2	54.0
3. Finished school and has participated in various activities	17.7	41.2	61.7	40.8
	100.0	100.0	100.0	100.0

NOTE: The difference in the participation rates of the two surveys is explained by the sometimes broad and sometimes narrow definition given to adult education.

result of the regular educational system and thus enjoying a better status in the labour market, are those who proportionally speaking, participate more than others in education and continuing training.

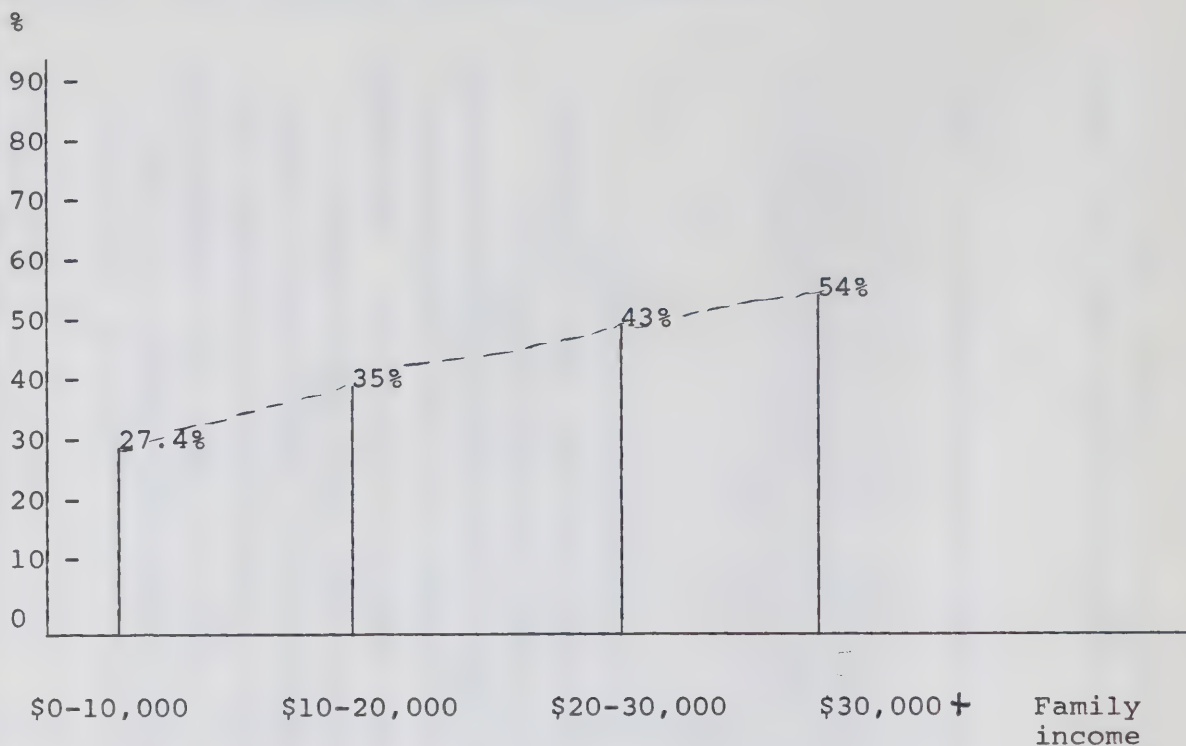
1.2 - Inequality of Access According to Socio-economic Status of Adult

The rate of participation in educational and training activities varies enormously depending on the social status of the adult. Three indices of social status - previous schooling, level of income and type of professional occupation - influence to varying degrees participation in adult education.

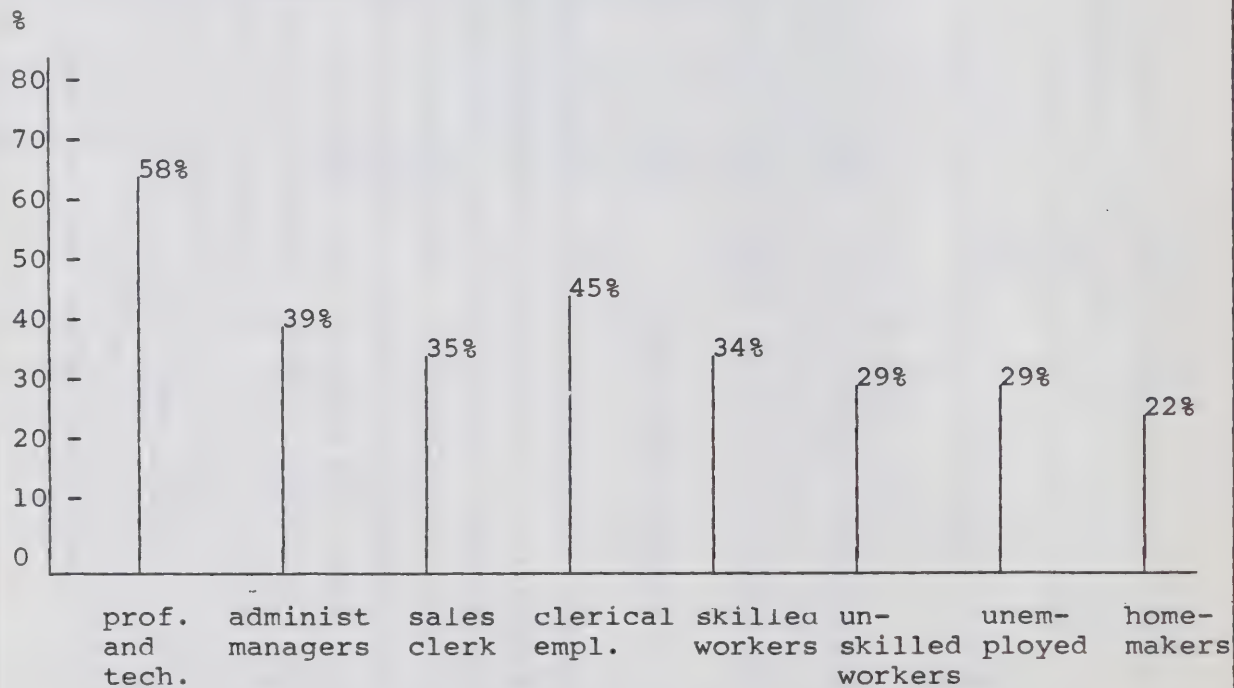
A - Previous Schooling

Of all the factors related to participation in adult education, that of previous schooling, is surely the most significant.⁸ In fact, very high rates of correlation clearly show that the higher the adult's level of schooling (regardless of age or sex) in the formal education network (schools, colleges, universities), the greater their rate of participation in adult education activities. Conversely, the lower the person's previous level of schooling, the lower their chances of participating in adult education, even if "theoretically" they may need it most. Paradoxical though it may appear, this observation casts doubt on the belief that adult education is an alternative for persons wishing to "catch up" academically or professionally and increase their opportunities in the labour market. On the contrary, it must be assumed that education, unlike other factors or attributes, has a cumulative effect for individuals.

9 TABLE 2: PARTICIPATION BY INCOME



10 TABLE 3: PARTICIPATION BY OCCUPATION



Source: Data from ICEA-CAAE Survey, March, 1983.

B - Income

Income has also been shown to have an impact on adult participation in education and training. Table 29 shows clearly that the higher the family income, the greater the rate of participation in education. It shows in particular that the participation of persons with higher incomes (\$30,000 and more per annum) is double that of persons with incomes below \$10,000.

This trend has also been shown in the two recent polls we consulted (Gallup 1982 and Crop-Cefa 1980), where the curve for participation in education progresses in the same manner, increasing proportionally with the increase in income.

C - Occupation and Professional Sector

The third index revealing socio-economic status shows that the person's professional occupation (manager, professional, technicians, skilled or unskilled worker, unemployed or homemaker) influences his rate of participation in adult education.¹⁰ Table 3 shows that a professional and/or technical worker has twice as much opportunity to participate in education as an unskilled worker, a maintenance worker or someone who is unemployed. Office employees (services, finance and accounting, etc.) also have a higher participation rate than other groups except professionals and technicians).

Occupational groups that generally required specialized training have a higher participation rate than others; this tends to reinforce the very strong

11 TABLE 4: JOB-RELATED PARTICIPATION AND ECONOMIC SECTOR

	Rate of participation in education
public sector	52%
private sector	48%

SOURCE: CROP-CEFA Survey - Complementary Data, March 1983.

- 12 See BETCHERMAN, Gordon. Meeting Skill Requirements. Study of the Economic Council of Canada, 1982; and PAQUET, Pierre et al. Sondage sur les pratiques de formation en entreprise. CEFA, Quebec, February 1982 which reports that:

"Organized training activities are much more frequently found in the public sector (92.8%) than in the private sector (61.7%). And among private firms, integrated firms are clearly distinct from the independents: more of the former (76.3%) than of the latter (51.5%) offer organized training activities" p. 111.

relationship we have seen between participation and the individual's previous education.

In addition to the type of professional occupation, the economic sector in which the occupation is conducted also influences participation in education and training. As a general rule, persons working for firms in the public sector have higher rates of participation (at least in training activities related to their work) than those working in firms in the private sector.¹¹

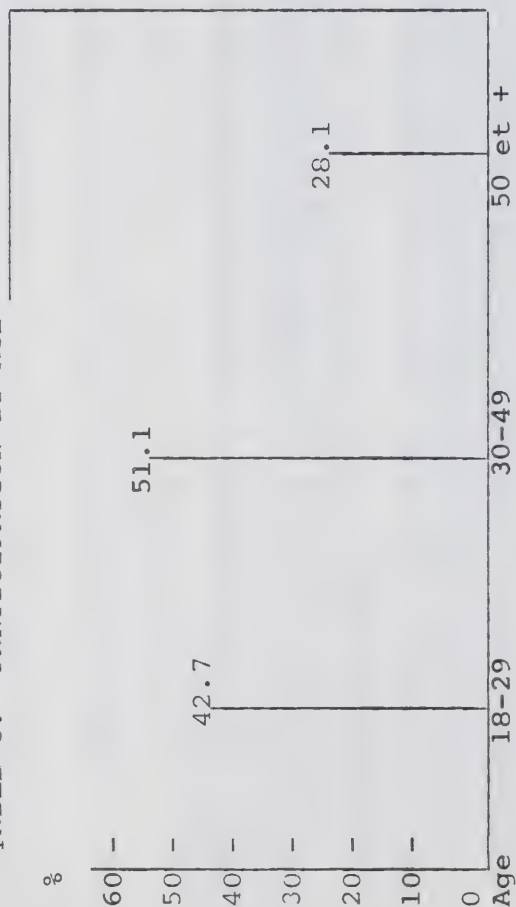
In the private sector, significant differences also appear depending on the size of the companies or their relative integration in relation to others. Two recent studies¹² have widely illustrated the existence of segmentation or polarization of the private sector between, on the one hand, a category of firms and establishments that encounter difficulties in recruiting qualified manpower and set-up organized training activities and planning mechanisms and, on the other, a category composed of firms that have no recruitment problems, no training and no planning activities.

Employees' access to training activities, real or potential, differ according to whether they are employed by firms that fall in the first or second of these categories.

1.3 - Inequality of Access According to Sex, Age and Other Variables

We have just seen that the socio-economic status of adults exerts an influence and is closely related to their participation in education and training. In light of

13 TABLE 5: PARTICIPATION BY AGE



SOURCE: ICEA Survey (1983)

14 CEFA. Sondage sur les adultes québécois et leurs activités éducatives, op. cit. pp. 147-148.

15 TABLE 6 - see page 8B

the major surveys conducted or consulted, we shall now examine how other variables, in particular age and sex, may affect the rate of participation.

A - Age

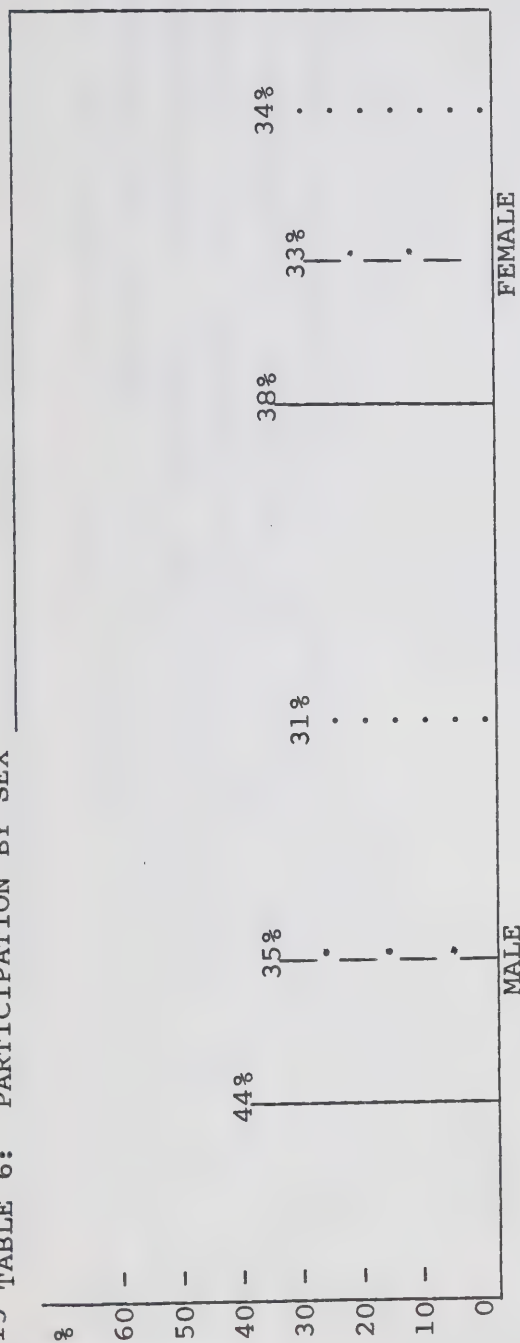
All the studies and surveys consulted reveal a clear relationship between age and participation in adult education, as shown in Table 5¹³, where the highest participation is found in the 30 to 49 year-old group. This observation is corroborated by results of the Crop-Cefa survey on the training activities of Quebec adults, which show that the highest percentage of adults participating in educational activities are between 25 and 34 years of age (men, 30%, women, 26%). The authors of this report note that age is a factor likely to encourage participation in educational activities.¹⁴

B - Sex

When observing participation in adult education in terms of sex, at first glance there appears to be no major difference between male and female participation. Table 6¹⁵ clearly shows the similar rates of participation of male and female adults in educational activities. According to the three surveys consulted, participation rates are approximately 35% to 40%.

However, although participation is generally the same for men and women, it differs significantly when one examines the data in terms of the types of training selected or special training objectives. This will be the subject of the next part of the report.

15 TABLE 6: PARTICIPATION BY SEX



SOURCES: 1983 ICEA-CAAE Survey
 1982 ICEA-CAAE Survey
 1980 CROP-CEFA Survey

C - Participation in Education According to Other Variables

Other variables, such as an individual's membership in an association, his language or region also affect participation in education. Generally, the two ICEA-CAAE surveys revealed differences in participation according to these variables. It appears that members of voluntary associations participate more, proportionally speaking, than non-members (41%/32%); that Anglophones have a higher rate of participation than Francophones (43%/38%); and that this rate also varies from one province or region to another:

Atlantic Provinces	43.8%
Quebec	36.2%
Ontario	39.3%
Prairies	40.9%
British Columbia	54.0%

1.4 - Conclusion

This overview of adult participation in education and training leads us to conclude that opportunities of access are not the same for all. We have clearly shown that the more educated the person, the greater his income and the higher his occupational status, the greater his opportunities to participate. Conversely, the less educated the person, the lower his income, the more restricted his opportunities to participate.

16 TABLE 7: TYPES OF TRAINING SELECTED BY PARTICIPANTS IN ADULT EDUCATION

	rate of participation
(1) Job-related training	55%
(2) Training unrelated to employment	56%

SOURCE: ICEA-CAAE Survey (1982)

NOTE: Percentages are not cumulative because one person may participate in both types.

2. ADULTS AND TYPES OF TRAINING SELECTED

Why do adults participate in educational and training activities? What are their goals and motivations for participating? For the purposes of our study, we have made a distinction between two major types of training:

- a) training activities related to a current or future job;
- b) activities that are not specifically oriented toward employment, but which are conducted for general social, cultural, recreational (or community) purposes.

We shall now examine the data gathered from surveys in order to look more closely at the types of training and education that adults select. However, we should note from the outset that the two types of training have roughly equal rates of participation.¹⁶

2.1 - Job-related Training Activities

Adults who participate in education and training activities related to employment do so for the specific purpose of "selling" their knowledge or new skills in the labour market.

From the outset we should also stress that, within this type of training, one finds various levels of needs, interests and motivations. For example, some people may wish to become trained for another trade or occupation, or to change jobs or

- 17 CROP-ICEA survey (1981). Complementary Data, Centre de sondage de l'Université de Montréal, March 1983.

18 TABLE 8: JOB-RELATED TRAINING BY SEX

	MEN		WOMEN		TOTAL	
	N=821	%	N=576	%	N=1397	%
1. Motivations related to work improvement	374	70	333	38	907	65
2. Motivations related to a change in employment	247	30	243	42	490	35
TOTAL	821	59	576	41	1397	100

SOURCE:: CROP-CEFA survey (1981), Complementary Data, March 1983.

sectors; others may wish to improve their present job skills or obtain a promotion; lastly, others may wish to prepare for entry or re-entry into the labour market after several years' absence.

For the purposes of this analysis, we have grouped these various reasons for participating in job-related educational activities into two major categories:

- a) motivations related to improving current employment and,
- b) motivations related to a change of employment (which includes retraining, change of job, entry into or return to the labour market).

We have thus examined survey data, mainly those from the one conducted in 1981 in Quebec by Crop-Cefa, to which we had access.¹⁷

A - Job-related Training According to Sex

Of all adults who participate in employment-related training activities, a majority (65%) do so specifically to improve themselves in their current work, while the remainder (35%) intend to change jobs or are seeking greater mobility in the labour market (see Table 8).¹⁸

Overall, these data reveal a major difference in the type of training selected by men and women. It is clear that, although at first glance women and men have identical participation rates, the latter's rate is higher in job-related training. In other words, more men than women are involved in training activities of a

18A See CROP-CEFA Survey Report (1981)

19 TABLE 9: JOB-RELATED TRAINING BY
OCCUPATIONAL STATUS

	Motivations related to work impro- vement		Motivations related to change of employment		TOTAL
	N	%	N	%	
1. Managers, professionals, owners	463	79	125	21	588
2. Skilled workers technicians, tradesmen	143	70	60	30	203
3. Production and maintenance worker	79	61	50	39	129
4. Office, service and business personnel	184	66	93	33	277
TOTAL	869	73	328	27	1197

vocational nature, and conversely, women form the large majority of adults in training activities unrelated to work. ^{18A}

However, even within the professional training field, differences appear between the two sexes. There is a greater proportion of women than men (42%/30%) involved in training activities related to a change of job, and a return to, or often initial, entry into the labour market.

B - Job-related Training According to Occupational Status

In addition to significant differences vis-à-vis male and female involvement, the reasons given for participating in training activities also vary according to occupational category. Table 9 provides information on this issue¹⁹; the managerial and professional category reveals stronger motivations related to work improvement than do the other categories. Conversely, production and maintenance workers (39%), office, service and business employees (33%) and skilled workers (30%) participate in vocational training activities mainly in order to change jobs, retrain or return to the labour market; the proportion does not exceed 21% for managers and professionals; this is not quite one half of the figure for production workers and maintenance employees (i.e. machine operators, journeymen, drivers, labourers, hotel employees and chambermaids, etc.). It is precisely these categories of wage earners who have the greatest training needs in terms of a change of employment, and it is their needs that are being met the least by available training programs.

20

TABLE 10: JOB-RELATED TRAINING BY ECONOMIC SECTOR

	Motivations related to work improvement		Motivations related to change of employment		TOTAL
	N	%	N	%	
1. Public and para-public sector	443	76	142	24	585
2. Private sector	374	69	163	31	531
TOTAL	817	73	305	27	1116

SOURCE: CROP-CEFA Survey (1981) Complementary Data, March 1983.

21

TABLE 11: JOB-RELATED TRAINING BY PERSONAL INCOME

	Motivations related to work improvement		Motivations related to change of employment		TOTAL
	N	%	N	%	
0-999\$	138	43	184	57	322
10-1999\$	333	72	129	28	462
20-2999\$	287	79	77	21	364
30000 et +\$	112	84	22	16	134
TOTAL	870	68	412	32	1282

As shown in Table 10²⁰, the occupational sector also influences this aspect of participation in training; persons working in the public sector generally have more strongly expressed motivations relating to work improvement than do those in the private sector (76%/69%). However, they show greater professional training needs related to change of employment or retraining (occupational mobility) than do persons in the public sector.

C - Job-related Training According to Personal Income

As with sex, occupation and economic sector, personal income is very closely related to the type of motivations for adult participation in professional training. Table II indicates that the higher the personal income, the more the type of motivation related to work improvement increases. Conversely, it is among lower income groups that motivations related to occupational mobility are the greatest.²¹ Thus, for example, persons whose personal income is under \$10,000 annually form the majority (57%) of those whose motivations are related to a change of employment, retraining and occupational mobility needs (as opposed to the general average, which is only 32%). Thus, this low-income category expresses this type of training need four times more than the highest income category (16%), in which people's motivations are mainly related to work improvement.

D - Conclusion

In general, this reveals that employment-related training activities, abundantly used by categories of adults in a favourable position vis-à-vis others, are very largely used for work improvement purposes. However, we also discovered that certain social groups (women, production workers, office employees and low income earners) show more training needs related to a desire to change jobs, retrain, enter or return to the labour market than do other groups.

22 CEFA researchers noted in their report that:

"... women are more often involved than men in the "needle trade" (19% - 1%), in the arts (21% - 10%) and in domestic and family life (17% - 2%). Men are more often involved than women in the field of pure sciences (12% - 3%), in skilled and semi-skilled occupations (8% - 1%), in administration (10% - 2%) and in the social sciences (15% - 9%)".

CEFA. Sondage sur les adultes québécois et leurs activités éducatives, op. cit. p. 161.

May we then conclude that adult training of a professional nature is more attuned to the needs of adults who are in a development situation, filling more senior positions and having higher personal incomes, than to the occupational and social mobility needs of large sectors of the "active" population in the labour market?

2.2 - Training Activities Unrelated to Employment

Unlike job-related training, activities that are unrelated to employment are directed mainly toward the acquisition of knowledge or skill development for purposes other than employment. These may include personal development, social, cultural, recreational or community-work goals.

We have already seen that women generally have a higher rate of participation (68%) than men (32%) in this type of activity (twice as high, in fact, according to data from the 1981 Crop-Cefa survey).²² There is every reason to believe that certain "training ghettos" exist, and make it more difficult for certain groups to participate in training activities.

While the choice of types of training varies according to sex, other variables determine and influence adult participation in training activities unrelated to employment. The same factors that we identified as having a relationship with professional training also play a part in this other type of adult education.

Thus, as for professional training, adult participation in training activities unrelated to employment also shows obvious signs of inequality of access in terms of

23 TABLE 12: TRAINING UNRELATED TO EMPLOYMENT AND
SOCIO-ECONOMIC STATUS

PREVIOUS SCHOOLING	Participation		Non-Participation		TOTAL
	N	%	N	%	N
0 - 7 years	200	10	1855	90	2055
8 - 11 years	529	17	2583	83	3112
12 years	450	25	1359	75	1809
13 years +	645	35	1188	65	1833
TOTAL	1824	21	6985	79	8809
PERSONAL INCOME					
\$0 - \$9,999	880	19	3665	81	4545
\$10 - \$19,999	495	22	1776	78	2271
\$20 - \$29,999	232	24	740	76	972
\$30,000 and +	103	30	241	70	344
TOTAL	1710	21	6422	79	8132
OCCUPATION					
Managers - professionals	470	30	1111	70	1581
Skilled workers	164	18	731	82	895
Unskilled workers	210	14	1324	86	1534
Office employees	326	24	1011	76	1337
TOTAL	1170	22	4177	78	5347

SOURCE: CROP-CEFA Survey (1981), Complementary Data 1983.

24 Table 13 - see page 15B

socio-economic status. Table 12²³ shows that previous education plays an important role with respect to participation in this type of training. In fact, the higher the previous level of education, the more the rate of participation increases: 10% for people with low levels of education and 35% for the most educated. Generally, it is persons who already have good basic training who participate most in this type of activity.

The same phenomenon exists for personal incomes: the higher the personal income, the more the rate of participation increases proportionally (19% for low incomes and 30% for the highest).

As regards to occupational status, the table shows that managers and professionals are twice as often involved in this type of activity (30%) as unskilled workers (14%). The economic sector in which a person performs his job also influences participation.

However, of the factors that encourage participation in adult education activities unrelated to employment, that of belonging to a social, political religious or professional association is very influential. Table 13²⁴ shows that members of various associations participated more, proportionally, than non-members (54%/46%). The latter attend courses more exclusively (73%) than other activities, while members of associations more frequently use workshops or discussion groups. In terms of the impact of such training offered or sponsored by associations, the positive effect of this form of adult education has been expressed as follows:

24 TABLE 13: TRAINING UNRELATED TO EMPLOYMENT BY MEMBERSHIP
AND TYPES OF EDUCATIONAL ACTIVITIES

	Courses only		Workshops, conferences, discussion groups		Both forms		TOTAL	
	N	%	N	%	N	%	N	%
Members	497	50	286	29	206	21	989	54
Non-members	606	73	133	16	94	11	833	46
TOTAL	1103	61	419	23	300	16	1822	100

- 25 FTQ. Mémoire sur l'aide financière que doit apporter le gouvernement du Québec aux organismes syndicaux pour la formation de ses membres, submitted to the Minister of Education on March 31, 1983.
- 26 DUNBERRY, Alain, Evaluation des activités de formation en santé et sécurité au travail dans le cadre du protocole UQAM-CSN-FTQ. UQAM, Montreal, 1982, p. 20.

... public funds invested in union training contributes directly to developing in thousands of workers a taste for learning, personal improvement, and the discovery and acquisition of knowledge. Thus, it is not unusual to see hundreds of them becoming involved in the public network of adult education as a result of their experience of union training.²⁵

An evaluation report published in July 1982 by the Faculty of Continuing Education of the University of Montreal dealt with union training activities in the field of group services. It confirmed this positive aspect of evaluation by stating:

. these sessions enabled participants to become aware of the information which appeared or was in fact inaccessible. Not only were they able to become aware of the advantages of a training session, but this experience also gave them greater self-confidence by showing them that they were able to understand and learn, to the extent that the information was available and made accessible to them.²⁶

2.3 - Conclusions

In conclusion, we must bear in mind that inequalities of access to adult education do exist, both in terms of sex and of socio-economic status. We have noted that differences are to be found both in professional training and in training unrelated to employment. However, we can also confirm that some factors, more than others may encourage adult participation in training and education. Conversely, individuals perceive obstacles or barriers that block or limit their participation in educational activities.

In the next part of the report, we shall therefore examine the attitudes of adults and their perception of obstacles or barriers to training and the support they receive (or hope to receive) to increase their participation in training and education.

3. BARRIERS TO AND SUPPORTS FOR PARTICIPATION

In the first two parts of this study, we were able to identify certain factors that influence adult participation in education and training. These factors, structural in nature, exert a form of discrimination in terms of equality of opportunity of access to educational activities. Participation in education may also vary from one individual to another according to his perception of obstacles or barriers to his participation or, conversely, any kind of support he receives to encourage participation.

A person with certain socio-economic or demographic attributes who perceives major barriers will be able to increase his participation in adult education to the extent that he receives institutional support. First, we shall examine the attitudes of adults to obstacles and barriers to participation in light of currently available data. Second, we shall analyse the supports provided to adults by giving particular attention to educational leave as an effective and special means for encouraging such participation.

27

See, among others, the excellent studies by:

- RUBENSON, K. Barriers to Participation in Adult Education. Paper prepared for the Skill Development Leave Task Force, Vancouver, March 1983.
- CHARNER, Yvan. Patterns of Adult Participation in Learning Activities. National Institute for Work and Learning, Washington, D.C. 1980.

28

TABLE 14: PERCEPTION OF OBSTACLES, IN ORDER OF IMPORTANCE

1. Unable to study at suitable times	41%
2. Time required to earn a diploma	37%
3. Work schedules	35%
4. Lack of information	34%
5. Lack of opportunities at work, additional costs	32%
6. No longer capable of studying	25%
7. Fear of not being able to return to job after completing learning activities	24%
8. Having experience recognized	19%
9. Lack of confidence	16%
10. State of health	16%
11. Looking after children	16%

SOURCE: CROP-CEFA Survey (1981)

3.1 - Barriers to Participation

perceptions of barriers to participation help to increase or reduce the rate of adult participation in education and training. A number of studies on this issue²⁷ have on several occasions revealed the existence of certain barriers and obstacles and their subjective perception by adults. Attitudes to these barriers directly influence participation and non-participation.

The recent surveys we have consulted and the one we conducted (ICEA-CAAE 1983) tend to confirm the existence of these perceptions. Table 14, taken from a complementary analysis of data from the Crop-Cefa survey (1981), identifies the major barriers perceived by respondents.²⁸ It reveals that adults first perceive obstacles in terms of the "time" that must be devoted to educational activities: choice of a moment, or period, to study (41%), the duration of the educational activities (37%), or overloaded work schedules (35%). These first three obstacles, all of which are perceived as major, have a direct impact on the time shared between training and work.

This observation reinforces the need for a formula such as educational leave which, among other things, helps the working adult to devote more time to training. Next, and of almost equal importance, are the obstacles related to lack of information (34%), lack of outlets on the labour market (32%) and expenses incurred through participation in educational activities (32%). Finally there are obstacles or barriers (under 25%) such as "no longer having the ability to study, fear of not being able to have one's experience recognized, of lacking self-confidence, of poor health, taking care of children, etc."

29 RUBENSON, K. in his study identifies three types of barriers:

- 1) "Situational" barriers
- 2) "Dispositional" or psycho-sociological barriers and
- 3) "Institutional" barriers

See Rubenson, K., op. cit. pp. 10-16.

30 TABLE 15: PERCEPTION OF BARRIERS BY SEX

	MEN		WOMEN		TOTAL	
	N	%	N	%	N	%
Perceived no barrier	617	16	713	14	1330	15
Perceived only "situational" obstacles	285	7	548	11	833	9
Perceived only "institutional" barriers	1106	28	809	16	1915	22
Perceived both types	1902	49	2875	59	4777	54
TOTAL	3910	100	4945	100	8855	100

SOURCE: CROP-CEFA Survey (1981). Complementary Data, March 1983.

There are thus a variety of general categories of obstacles and barriers to participation.²⁹ For the purposes of our study, we have grouped these obstacles and barriers into two major categories:

- a) "Situational" obstacles, arising from the objective and subjective situation of persons; these include, for example: taking care of children, health, lack of confidence and fear of not being able to have one's experience recognized;
- b) "Institutional" barriers, arising from organization of training programs and work; these include work schedules, lack of outlets, the time required to obtain a diploma, lack of information, etc.

Our analysis of the complementary data from the Crop-Cefa survey tends to illustrate that the perception of barriers and obstacles to participation varies as much among adults who carry out these activities as among those who do not participate in them, depending on the "structural" variables we have identified in other parts of this report.

For example, if one examines the different perceptions of obstacles held by men and women, as shown in Table 15³⁰, it can be seen that very few persons (M 16%, W 14%) perceived no barrier of any kind to participation in adult education. Among those who perceived obstacles (85%), a majority perceived barriers both from their personal situation and from the organization of training and work (54%). In this group, there are proportionally more women than men (M 49%, W 59%).

31 TABLE 16: PERCEPTION OF BARRIERS BY SOCIO-ECONOMIC STATUS

	no "sit." obstacles			"instit." barriers only	
	N	%		N	%
PREVIOUS SCHOOLING					
0 - 7 years	547	26		612	30
8 - 11 years	1024	33		681	22
12 years	722	40		463	25
13 years and +	930	51		483	26
TOTAL	3187	36		2092	24
PERSONAL INCOME					
\$0 - 9,999	1266	28		1196	26
\$10 - 19,999	921	41		392	1
\$20 - 29,999	522	57		226	23
\$30,000 and +	205	60		89	29
TOTAL	3187	36		2092	24
OCCUPATION					
Managers - professionals	792	50		830	21
Skilled workers	407	45		183	20
Unskilled workers	541	35		230	15
Office employees	559	42		251	19
TOTAL	3187	36		2092	24

SOURCE: CROP-CEFA Survey (1981) Complementary Data, March 1983.

32 TABLE 17 - see page 20B

In addition, there are differences between men and women in terms of perception of barriers, particularly "exclusive" perceptions. More men than women perceive only institutional barriers (M 28%, W 16%), while the opposite is true of "situational" barriers (M 7%, W 11%).

The perception of obstacles also varies according to socio-economic status. Table 16³¹ shows the various factors that influence the perception of obstacles and barriers to participation. First, the perception of "situational obstacles" varies greatly depending on socio-economic status. The perception of "situational obstacles" is higher among less educated people and declines as the level of previous education increases (two-fold). However, the differences are most significant for the personal income variable: the higher the personal income, the less "situational obstacles" are perceived as being major. Occupational status is also related to the perception of obstacles, albeit less strongly than the two preceding variables. For example, the proportion of persons who perceived no "situational obstacle" was highest in the "managers and professionals" category (50%). This percentage declined by almost one third for the production and maintenance employee groups (35%).

Finally, the perception of "institutional barriers" varies little from one group to another in terms of each of the socio-economic variables. These barriers affect the entire population.

One final remark on the perception of obstacles and barriers, suggested by Table 17³²: persons with job-related training activities perceive fewer obstacles of

32 TABLE 17: PERCEPTION OF BARRIERS BY PARTICIPATION IN TRAINING

	no "sit." obstacle		"instit." barriers only		TOTAL	
	N	%	N	%	N	%
Participation in job-related training	688	49	310	22	1401	16
Participation in training unrelated to employment	753	41	464	25	1825	21
No participation	2557	34	1853	24	7454	84
TOTAL	3245	36	2163	24	8855	100

SOURCE: CROP-CEFA Survey (1981). Complementary Data, March 1983.

a "situational" nature (49%) than do those who participate in educational activities unrelated to employment, and fewer still than those who do not participate in any way. As the preceding table shows, the perception of institutional barriers does not change between those various groups of adults.

In summary, we may confirm that the vast majority of adults, regardless of whether they participate in training activities, perceive obstacles and barriers to their participation. Less educated persons with low incomes and who are production workers have a stronger perception than others of obstacles arising from their personal situation. This observation has consequences on the policies to be established (in terms of institutional supports) to facilitate the participation of persons who are most in need of training and education. However, before identifying the consequences of these observations on policies in support of adult participation in education and training, it is essential to analyse the type, nature and scope of current support for participation.

This is the subject of the next part of the report.

3.2 - Support for Participation

A. Factors Influencing Participation

In the most recent survey of the ICEA-CAAE in 1983, we attempted to evaluate how participants in educational and training activities judged the influence of a series of seven factors on their participation. We asked them to state if these factors

33 TABLE 18: INFLUENCE OF SEVEN FACTORS ON PARTICIPATION

	Positive Influence		Negative Influence	
	N	%	N	%
Confidence in your ability to learn	480	81.5	20	3.4
Personal adaptation to study	378	64.2	27	4.6
Advice and information on courses	328	55.8	17	2.9
Friends and family	315	53.5	32	5.4
Course program (place, time, etc.)	306	52.0	77	13.1
Your work schedule	219	37.2	61	10.3
Participation costs and financial assistance	179	30.4	72	12.2

SOURCE: ICEA-CAAE Survey, 1983.

34 CHARNER, Yvan. Patterns of Adult Participation in Learning Activities, op. cit., p. 48.

had a positive, negative or no influence on their experience. Table 18³³ provides information on the evaluation they made in positive and negative terms. The subjective factors of a socio-psychological nature, such as confidence in their ability to learn and their adaptation to study and learning, received a much higher positive rating than other factors such as information on courses, work schedules, costs and financial expenses, etc.

The recognition of personal attributes or of natural "dispositions" to learn is not unique to this survey. Such a phenomenon has already been noted by other researchers who stress, however, that there may be pressure to supply "an answer that is socially acceptable in the eyes of participants."³⁴

From Table 18 we also note that the factors directly related to the organization of education, such as the course program, course information, etc. are perceived by participants as having had the least positive influence. Lastly, and this is not without consequences for the establishment of educational leave policies, factors such as work schedules and costs inherent in participation are those mentioned as having had the most negative influence.

This observation leads us to directly question the nature and scope of the support that adults receive from institutions to facilitate their participation in education and training. These supports may be of various kinds and come from various sources. When supports provided by institutions (teaching institutions or the work world) help to facilitate participation in adult education, they decrease the perception of barriers and obstacles to be surmounted.

35 We kept the definition of educational leave used by the means Commission (ADAMS, Roy J., Education and Working Canadians. Ottawa, Labour Canada, 1979, p. 311): "a period of extended full-time training conducted during normal working hours; this training may or may not be paid".

On this issue of educational leave, please see:

BÉLANGER, P. "Le congé-éducation payé", in: La formation professionnelle en question. ICEA-CAAE, Montreal, January 1976, pp. 51-55.

LABOUR CANADA. Paid Educational Leave for Canadian Workers. Statement by the Hon. John Munro in Geneva, June 1977.

36 PAQUET, Pierre. Le congé-éducation. Roneoed text, prepared for ICEA, Montreal, April 1983, and based on a new analysis of data gathered by CEFA and published under the title Sondage sur les pratiques de formation en entreprise. Annex 3, Government of Quebec, 1982.

37 TABLE 19: EDUCATIONAL LEAVE BY STATUS OF COMPANIES

	PRIVATE SECTOR								SUB-TOTAL
	Public Sector		Integrated Companies		Independent Companies		N	%	
	N	%	N	%	N	%			
EDUCATIONAL LEAVE	24	28.1	12	10.6	5	4.7	17	7.7	
NO	61	71.9	98	89.4	100	95.7	198	92.3	
TOTAL	85	100	110	100	105	100	215	100	

SOURCE: PAQUET, P. Le congé-éducation, op. cit., p. 24.

B - Educational Leave as Institutional Support

Among the range of institutional supports to which adults may have recourse in order to surmount these obstacles or barriers, educational leave is certainly that which is beginning to be known as the most effective.³⁵

The purpose of the next part of this report is to describe the reality of educational leave in Quebec and in Canada as one of the elements of a policy of institutional support for participation in training and education.

Currently, in Canada and Quebec, due to the lack of legislation, access to educational leave for adults depends on the existence of company policies or programs related to educational leave. Because training is taken in this case during normal working hours, conditions of access must be regulated within the firm, either by management policy or by negotiated agreements.

A study on training policies in the business sector³⁶ sheds revealing light on the educational leave policies of Quebec firms. The first observation we can determine from this study is that few firms have educational leave policies. Also, almost four times as many firms in the public sector (28.1%) as in the private sector (7.7%) offer educational leave to their employees. Both in integrated (10.6%) and in independent companies (4.7%), the difference between the two sectors is significant.³⁷

38 TABLE 20: EDUCATIONAL LEAVE AND UNION PRESENCE IN COMPANY

EDUCATIONAL LEAVE	YES		Union Presence		NO	%	TOTAL
	N	%	N	%			
YES	34	19.1	6	5.3			40
NO	144	80.9	114	94.7			258
TOTAL	178	100	120	100			298

39 PAQUET, P., op. cit., p. 29.

In addition, an analysis of educational leave by economic sector reveals the importance of the public sector. It is in the education, health and public administration sectors, where firms belong mainly to the public sector, that almost one-quarter of the firms stated they offered long-term educational leave of three months or more. All the other sectors are under 25%, the lowest being in the trade (5.2%) and services (3.5%) sectors.

The study also shows that the size of the company plays a role with respect to the existence of educational leave mechanisms. Large - and medium - sized businesses stated that they have more educational leave activities than do the small ones. Also, as shown by Table 20³⁸, union presence in the firm greatly influences the existence of educational leave. Access to educational leave is four times higher among unionized firms than among those that are not, although the percentage is still relatively low. The study states:

"This 1 to 4 ratio in favour of unionized firms is thus in the same order as that noted in favour of public corporations versus private companies. This is no coincidence since the rate of unionization is also higher among public corporations than among private ones".³⁹

They also stress that managers and professionals have more frequent access to educational leave than do office employees and skilled or unskilled workers, and that the training received during educational leave is mainly job-related (although this is slightly less true for private firms, which offer more educational leave for general and social training).

40 TABLE 21: EDUCATIONAL LEAVE AND CONDITIONS OF REMUNERATION

	YES		NO	
	N	%	N	%
Total salary	25	64.1	14	35.9
Part of salary	6	16.3	32	83.7
Training allocation	5	13.1	33	86.9
No salary or allocation	9	24.3	29	75.7

NOTE: Numbers and percentages cannot be added, as the companies may find themselves in "t" of a category.

SOURCE: PAQUET, P., op. cit. p. 45.

41 Table 22 see page 25B

With regard to compensation during educational leave (that is, if it should be paid), the study reports that the large majority of firms (64.1%) offering educational leave opportunities continued to pay full salary to the employees involved. Table 21⁴⁰ also shows that, conversely, one-quarter of the firms (24.3%) gave no remuneration to their employees during the training period for which leave was granted.

This means that other formulae (i.e. partial salary (16.3%) or the provision of a training allocation (13.1%) are not very widespread; either the firm pays the total salary or it pays nothing at all! This is the case regardless of the status or size of the company, according to the author of the study.

One final point of major significance revealed by the results of this study deals with the means of access to educational leave in companies with such a policy, and concerns the freedom of the employer or employee to initiate participation in training. The following question was asked of firms that offered long-term leave opportunities. "What method did you most frequently use to have your employee(s) participate in long-term training or development activities?" The study notes that the vast majority of firms, 3 out of 4, have no "coercive" policy toward their employees and give them complete freedom to initiate long-term planning. Table 22⁴¹ shows that 77% of the firms favoured methods by which employees were free to initiate training, and not methods that "coerced" them to do so (23%). However, these proportions vary according to manpower characteristics and employees' occupational categories. Generally, the firms involved give more freedom to initiate training to managers and professionals (81.6%) than to skilled or unskilled workers (45.8% - 47%).

41 TABLE 22: EDUCATIONAL AND FREEDOM OF INITIATIVE

	Managers and profess.	Office Employees	Skilled Workers	Unskilled Workers	TOTAL
Employer's freedom of initiative (1)	18.4%	21.2%	54.2%	53%	77%
Employee's freedom of initiative (2)	81.6%	68.8%	45.8%	47%	23%
TOTAL	100%	100%	100%	100%	100%

(1) Includes the following possible answers:

- employee must take this training;
- employer recommends that employee participate.

(2) Includes the following possibilities:

- employer approves employee's request;
- employer leaves initiatives to employee.

SOURCE: PAQUET, P., op. cit., pp. 54-60.

The study also reports that the methods of access to educational leave differ slightly according to the size of the firm, the small ones leaving fewer initiatives to employees than the large or medium ones.

4. CONCLUSIONS

From this outline of participation in training and education, the following points should be emphasized:

- the vast majority of adults do not participate in training and education;
- participation in education and training varies both in qualitative (type of training) and quantitative terms (number of activities), according to the adult's socio-economic status;
- specifically, the more highly educated the persons (12 years and over of schooling), the higher their personal incomes (over \$20,000 annually) and the higher their occupational status (managers or technicians), the greater their opportunities for access to training and education;
- these same differentiations between categories of adults appear in all types of training, both professional or those unrelated to employment. For job-related training, such activities are used much more for current work improvement purposes, and leave little room for occupational mobility and retraining needs. There again, the needs of categories of adults who are

already highly educated, at senior levels and with high incomes, are given favourable consideration over the "occupational" and "social" mobility needs expressed by other social groups (women, production workers, low-income families, etc.)

- the vast majority of adults perceive obstacles and barriers to participation; this perception varies according to the adult's socio-economic status, and mainly in terms of obstacles arising from the individual's personal situation;
- institutional supports such as educational leave reduce obstacles and barriers to participation; but the fact that few companies have educational leave policies and mechanisms considerably restricts the opportunities open to the vast majority of workers. In fact, far from reducing the differences of access experienced by various social groups, educational leave in its present form amplifies them by first serving the training purposes of those who already benefit the most from adult education.

PART TWO

NEW TRAINING AND EDUCATION NEEDS FOR ADULTS
AND THEIR IMPACT ON EDUCATIONAL LEAVE

- 42 For this needs description and analysis, we used as our main base the results of consultations conducted over the past several weeks with about ten socio-economic groups representing various user categories, a list of whom is appended. The surveys used in Part One, together with the technical studies on this issue, served to complete our information base.

Along with the outline of adult participation in training and education presented in Part One and which revealed the inequality and discrimination suffered by very broad categories of the population, it is important to analyse carefully the range of needs and expectations expressed by various categories of adults regarding education and training on the one hand, and educational leave on the other.

In this second part, we shall first describe and analyse these needs and then draw out the implications and effects on the major direction to be given to a policy on educational leave.⁴²

An initial fact, however, should be noted: the expression of adult training and educational needs is not monolithic and one-dimensional; rather it is a fluid, pluralistic reality, open to current problems and concerns. Educational needs are tied to day-to-day, concrete situations. Adults encounter them in the work world, in the context of social and cultural promotion, and in that of the personal and collective development of certain individuals and groups.

1. CONCERNS EXPRESSED

A. - Regarding the Employment Problem

One of the major conclusions of our study is that the concerns revealed about retaining one's job are at the heart of any debate on the future and development of continuing education. Although these concerns are found in all categories, they are most obvious and observable among persons currently employed, who see their

- 43 This observation is made by governments and agencies working in manpower planning. Recent studies clearly identified the need for large groups of employees to participate in adaptation and retraining activities as a result of the emergence of new technologies:
- a) Labour Market Development in the 80s, Employment and Immigration Canada, Ottawa, July 1981.
 - b) Meeting Skill Requirements, op. cit.
 - c) Task Force on Employment Opportunities for the 80s, Work for Tomorrow. Ottawa, 1982.
- 44 See question 15 of the first questionnaire and question 2 of the second: 1980 ICEA-CAEE survey.
- 45 See SIMON, Lise and BELLEMARE, Diane, "Le plein emploi, pourquoi?" in Presses de l'Université du Québec/UQAM (Labrev)/IRAT. 1983. A survey conducted within the framework of this study has shown that 80.9% of respondents said they were ready to participate in training programs to obtain or maintain a job.
- 46 See minutes of consultation meetings with union representatives, and the ICEA file on computerization of the workplace: Faut-il des robots industriels au travail? February 1983.
- 47 SIMON, L. and BELLEMARE, D. "Le plein emploi, pourquoi?" op. cit. See Chapter V, "Le chômage, un fléau qui accentue les problèmes de la société", pp. 119-152.

professional qualifications becoming outdated or less in demand as a result of technological change.⁴³ The 1983 ICEA-CAAE survey stresses that two out of five workers (40%) have a clear perception that their work has already been significantly (15%) or somewhat (25%) affected by new technologies.⁴⁴

This widespread concern generates new retraining and adaptation needs. For many, this concern is all the more manifest because, owing to the lack of supports and measures for removing obstacles and barriers to their participation in training, the prospects for retraining or moving into other sectors or types of employment are restricted or non-existent (as noted earlier).

Thus, theirs is the prospect of extended unemployment. Without more advanced general or professional training, opportunities to return to or enter the labour market remain low. According to research on full-time employment conducted by the Institut de recherche appliquée sur le travail (IRAT) in 1982,⁴⁵ the vast majority of people strongly favour participation in vocational training and basic education in order to help them retrain or obtain a job.

In the current economic recession - and this came out clearly during the study - present unemployment is perceived as the greatest, most widespread and unprecedented problem of the job market for the past 40 years.⁴⁶

Most of the large economic sectors are affected, in particular textiles and clothing, manufacturing industries, public and private services and trade. Also, as shown by the IRAT study⁴⁷, unemployment is a discriminatory process that most strongly

48 TABLE 23: CONCERNS ABOUT TECHNOLOGICAL CHANGES

Q: With the advent of computer technology, equipment that replaces humans and other changes introduced in the work world, some people see their functions as modified or threatened.

a) *In light of your work experiences over the past five years, to what extent is your job already affected by these changes? Would you say that your job is affected*

- to a large degree	%
- to a certain degree	<u>13.7</u>
- not at all	25.3
- other	58.9
	1.5

b) *How much do you think your job will be affected in the next few years? Do you think that it will*

- definitely be affected	%
- probably be affected	<u>18.3</u>
- probably not be affected	21.5
- definitely not be affected	19.7
- other	36.4
	4.1

c) *Again in light of the changes occurring in the work world, would you say that your co-workers are concerned about what is happening? Generally, do you think that they are*

- very concerned	%
- somewhat concerned	<u>32.1</u>
- not at all concerned	32.4
	30.2

affects certain categories of workers: first women, then youth, older workers (due to the average length of unemployment periods), handicapped workers, etc. a fact that accentuates society's problems.

B - Regarding the Rapid Invasion of Technological Change

For the employed, despite the recession and the economic crisis, there is growing insecurity with regard to technological change. In the survey conducted by ICEA-CAAE on behaviours and attitudes on adult education, a series of questions were asked of those involved in education. The question focussed on their degree of concern about technological change in the workplace. Table 23⁴⁸ indicates that the concerns of this category of adults are very marked. In fact, almost 40% say they are affected to a greater or lesser degree by technological change; in addition, the same percentage (40%) of the population will definitely or probably be affected during the next five years.

The last question provides details on whether people see technological change as reassuring or disquietening: the vast majority (65%) report that in the workplace, people are concerned about the impact of these changes on their job. One-half even said they were very concerned.

These concerns, as expressed in polls and confirmed by consultations, have a direct impact on policies and programs for access to training and education. As admitted by the federal Task Force on Micro-electronics⁴⁹, the need for adaptation measures such as training and retraining is urgent. The report states:

- 50 See particularly, Conseil du statut de la femme: "L'impact des technologies nouvelles pour les femmes", presentation of Claire Bonenfant, president, on November 9, 1982 to The Institute of Public Administration of Canada; and Institut canadien d'éducation des adultes: "Rebelle ou robot". First general colloquim on telematics, Montreal, February 1983.

While job security must be an important consideration, it must not be mistaken for job permanence or for a guarantee that the same job will continue to exist. The need for adjustment mechanisms such as training and retraining is critical to all workers, whether they are women or men, engaged in blue-collar or white-collar work.

Although the Task Force states that while their needs vary in detail, they are essentially the same, (p. 4) it admits that "overall, it was repeatedly emphasized that women could suffer most from the backlash of changes in the micro-electronics and electronic data processing industry." (p. 46)

This observation is unanimously reiterated by the user-representative organizations and associations consulted.⁵⁰

Faced with training and retraining needs, basic consensus is beginning to be reached on some objectives and methods likely to correct low overall adult participation in education, particularly that of certain clearly disadvantaged categories of adults (women, production and skilled workers, people with low levels of education, low incomes, the more elderly, etc.) whose needs for mobility and a change of job are the greatest.

For example, the 600 participants in the colloquium on telematics held in February 1983 unanimously concluded:

- 51 Institut canadien d'éducation des adultes, La télématique et l'éducation.
Summary-report of colloquim op. cit., p. 34.
- 52 See particularly: M.E.Q. Propositions de relance et de renouveau de
l'enseignement professionnel des jeunes. Reference document,
Quebec, 1982.
- CEFA, Apprendre: une action volontaire et responsable.
Quebec, Editeur officiel, 1982.

Given the broad and important role that retraining is going to play in the context of technological change, it would appear that paid educational leave is one of the most effective means of ensuring that workers really have access to retraining programs and effectively participate in the development of these programs.⁵¹

2. GROWING CONSENSUS

The study revealed growing consensus on certain issues involving access to educational leave for Quebec and Canadian adults. For example, due to specific needs, the following consensus has been found on the issues of basic training, mobility and versatility, and employee participation:

A - Need for More Basic Training

There is a need to retrain and adapt manpower to the new technologies. However, it is important to ensure more basic training for everyone, for without this, advanced training is difficult. This objective of raising the basic training of adults and young people is virtually unanimous, even in government circles.⁵²

B - Importance of Greater Versatility in Job-related Training

The study also enabled us to identify new training and educational needs in light of the versatility and broader contents of training offered. According to union spokesmen: "We can no longer be satisfied with shortsighted training programs that barely allow workers to adapt to their present job and to the narrow operations of

53 ADAMS, Roy et al. Education and Working Canadians, op. cit., p. 126.

54 In this vein, we must stress the recommendation of the federal Commission of Inquiry on Micro-electronics which suggests that join employer-employee technology committees be established on the issue of technological changes. See also the report of the Commission québécoise d'enquête sur la formation des adultes, which recommends the establishment of joint training committees. See inquiry reports, op. cit.

that work". They want more attention to be given to the formulation of programs whose contents are related to vocational training: work-related legislation, health and safety in the workplace, the economic and sector context, etc.

These new job-related training needs are also expressed in terms of increased access to union training for employees represented by accredited associations. This need has been revealed by the Adams Commission which reports a lack of training of union members and representatives in most of the sectors represented:

To responsibly carry out their functions, union representatives might be expected to know and understand not only the provisions of the collective agreements but also a wide range of labour and social legislation (e.g. safety and health laws, Workmen's Compensation, human rights law, etc.).⁵³

C - Need for Greater Employee Participation in Business

The study revealed that, for the past several years employees and their representatives are increasingly called upon to participate in the management and organization of work within companies, and to be members of joint agencies dealing with the management, planning and development of major government policies. Examples include employee participation mechanisms established in Quebec and in other provinces in health and safety field.⁵⁴

Employee involvement in these agencies brings new training needs, as now explicitly recognized by the International Labour Organization:

55 International Labour Organization, Labour Education, Geneva, no. 49, 1982, p. 14.

56 TABLE 24: ATTITUDES TOWARD EDUCATIONAL LEAVE

Q: Some people in Canada believe that certain programs should be available to help workers take short or temporary leaves in order to improve their skills or to adapt to changes in the work world. They would continue to receive an income during the courses and would return to their jobs once the course was completed.

a) If such a practice were established in Canada, would you be inclined to support it or not?

Yes	N	%
No	1 710	81
Don't know	250	12
TOTAL	149	7
	2 109	100

b) If yes, who should have the main responsibility for carrying out this project?

- workers	N	%
- unions	205	12
- employers	79	4
- governments	688	39
- teaching institutions	529	30
- don't know	155	9
TOTAL	1 118	6
	1 774	100

Unionists who wish to become active members of joint agencies for the development of policies, or of technical commissions, whether in a given economic sector, a company or other national or international activities, must be able to benefit from more advanced and specialized training.⁵⁵

All the organizations and associations consulted expressed the wish to be closely associated with the formulation and establishment of new policies and new training and access to education programs.

D - Specific needs of certain user groups

In the work world, as we stated in Part One, access to training, whether job-related or not, is unequal. Certain specific groups encounter specific difficulties. However, special institutional measures are required to encourage and support the reestablishment of equal opportunities of access to education for these groups. This would help surmount the obstacles and barriers of these groups vis-à-vis adult education.

E - Need for a government policy on educational leave

The growing concerns about employment and the increasing training and educational needs expressed by workers, the population at large and the spokespersons of representative groups and associations, remove any doubt about the need for educational leave. The results of the 1983 ICEA-CAEE survey show massive popular support for an initiative from government and employers in this regard.⁵⁶

Table 24 shows that a very large majority (81%) say they are in favour of supporting "short" educational leave programs (without defining "short"). The responsibility for

- 57 International Labour Office. Report of Proceedings. International Labour Conference, 59th session, Geneva, 1974.

doing this, according to 39% of the population, lies primarily with business and employers. One out of three (30%) identified the main responsibility as being that of government. Then come the workers themselves (12%), teaching institutions (9%) and finally, union organizations (4%), for whom, however, training and education issues are becoming increasingly important and who have very often been the "pioneers" in demanding paid educational leave.

3. SOME GENERAL DIRECTIONS FOR AN EDUCATIONAL LEAVE POLICY

A - At the Federal Level

The constitutional ambiguity that persists in the field of adult training and education and manpower needs is a matter of concern for many of the organizations and representative associations consulted. Their basic demands, expressed mainly during the work of the federal (Adams) and Quebec (Jean) commissions of inquiry on adult education, were again mentioned by the spokespersons during the study. It is hoped that the federal government will act, first within its own jurisdiction only, and, if further action is contemplated, in consultation and co-operation with provincial governments, with strict respect for their jurisdiction in this field and in accordance with the spirit and letter of I.L.O. Convention 140.⁵⁷

B - At the Provincial Level

All of the organizations and representative associations consulted indicated that it was important and necessary for a policy on educational leave to be included as part

58 See also briefs from union organizations submitted to the Jean Commission.

of the broader objective of full employment and the fight against unemployment. Educational leave should be recognized as a new right, accessible to everyone, and should become an effective and operational measure to help increase the basic training that is a prerequisite for more advanced technical training. It should broaden and increase versatility in job-related training (social, economic, union, etc.), and give more importance to the professional retraining needs of workers affected by real or possible unemployment.

In addition, all the organizations consulted sought the right to participate in the formulation and implementation of programs related to educational leave, the purpose being to increasingly democratize the field of adult training.⁵⁸

4. MAIN CONDITIONS OF ACCESS TO AND EXERCISE OF EDUCATIONAL LEAVE

In terms of exercising this right and developing parameters to regulate it, the study identified the following points:

- a) The "statutory" aspect of educational leave is seen as important, for this could put an end to current inequalities of access to education;
- b) The "financial" aspect of educational leave is just as important, if not more so, for policy formulation. Employees should not suffer financial loss because of their participation in educational activities during normal working hours. In addition, it was emphasized that during this more or less extended period, the usual rights should remain in force (seniority, insurance, guaranteed return to position);

- c) Finally, the "continuing" aspect of training and education provided by educational leave is also seen as essential, in accordance with what was stated with regard to the general directions to be given to the educational leave policy.

CONCLUSIONS

This study has demonstrated that adult participation in professional training and basic education in Quebec and Canada reveal obvious and quantitative signs of inequality of access, and social and sexual discrimination. Persons with the least schooling and who are employed as low-income unskilled workers (production or office) are those who participate the least. Our description of "institutional" barriers and supports confirms that those persons who are already most favoured as regards education, occupation and income perceive the fewest barriers and have the most effective support (paid educational leave) for participation.

Although education is always perceived socially as the most effective and normal avenue for professional and social mobility, those who need it most participate least. And when opportunities for training are blocked, the future of thousands of individuals and of several generations is jeopardized. For these groups, we have seen that opportunities for access to training will not increase unless certain barriers are lifted. Among institutional supports that facilitate participation in education and training, paid educational leave appears to be the most appropriate instrument to help meet new training needs. This is particularly the case for persons seeking greater occupational mobility, including those who are employed and who see their job threatened, those who wish to enter the job market or those who wish to return to it after a few years' absence.

Any economic development strategy that fails to enable these categories of people either to retrain and maintain their qualifications, or to integrate into the job market because they are already excluded, will contribute to maintaining differences and inequalities of access. Consequently, it hinders the development of human resources and economic growth. This portrait of unequal participation casts doubt on the social equity of adult training and education programs.

The choices of direction to be made concerning educational leave in Canada will have significant consequences on the economic and social situation of these groups over the next few years. New training and retraining needs require that a new formula, such as educational leave as an institutional support, be made accessible to these groups on a priority basis, and be designed especially to meet the urgent retraining and mobility needs of workers.

During the study, organizations and representative associations came out strongly in favour of greater accessibility for their members to educational leave. There was a very broad consensus on certain priorities that should be included in the objectives and direction of an eventual policy, and on the best ways of implementing such a policy.

In conclusion, if it is true, as Marshall McLuhan said, that "the future of work will consist of learning a living", it is also true that "the future of education will consist of learning and training, while earning a living". As our study has revealed, only educational leave pursued in accordance with the spirit and letter of Convention 140 will help attain this overall objective.

ANNEX 1

LIST OF PERSONS CONSULTED

LIST OF PERSONS CONSULTED

Michèle Jean

Michèle Trottier, Action-éducation des femmes

Lucie Rémy, Action travail des femmes

Judy Freeman, Au bas de l'échelle

Christophe Auger, Michel Doré, Maurice Boucher, Confédération des syndicats nationaux

Renée Carpentier, Conseil du statut de la femme

Gaëtan Beaudet, Fédération nationale des enseignants et enseignantes du Québec

Fernand Daoust, Fédération des travailleurs du Québec

Marjolaine Boivin, Mouvement action-chômage

Ginette Martel, Regroupement des secrétaires du Québec

Michel Blondin, Syndicat des métallos (FTQ)

Gilles Besner, Jean-Claude Blanchette, Léo Vigneault, Union des producteurs agricoles

Pierre Pâquet, Faculté d'éducation permanente, Université de Montréal

Michel Lizée, Université du Québec à Montréal (Protocole d'entente UQAM-CSN-FTQO)

ANNEX 2

BIBLIOGRAPHICAL REFERENCES

BIBLIOGRAPHICAL REFERENCES

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ANNEX 3

1983 ICEA-CAAE SURVEY QUESTIONNAIRE

on

PAID EDUCATIONAL LEAVE

PART ONE: YOUR PERCEPTION OF THE CURRENT SITUATION

1. GENERALLY SPEAKING, WHAT ARE THE GREATEST CONCERNS EXPRESSED BY THE MEMBERS YOU REPRESENT ABOUT THE FUTURE OF THEIR TRAINING AND THEIR PROFESSIONAL QUALIFICATIONS?

2. WHAT IS YOUR PRESENT ANALYSIS OF THE TRAINING NEEDS OF THE MEMBERS YOU REPRESENT?

A - IN TERMS OF THEIR PROFESSIONAL QUALIFICATIONS?

B - IN TERMS OF THEIR GENERAL KNOWLEDGE OR BASIC TRAINING?

C - IN TERMS OF THEIR SOCIAL, ECONOMIC AND POLITICAL CONCERNS?

3. WHAT IS YOUR PERCEPTION OF THE MAJOR ISSUES OF THE CURRENT LABOUR MARKET SITUATION?

A - IN TERMS OF THE DEVELOPMENT OF THE JOB MARKET AND JOB QUALIFICATIONS?

B - IN TERMS OF WORKERS' QUALIFICATIONS AND OPPORTUNITIES?

4. WHAT IS YOUR PERCEPTION AND ANALYSIS OF THE RECENT DEVELOPMENT OF GOVERNMENT POLICIES ON QUALIFICATIONS AND TRAINING?

A - FOR THE EMPLOYED?

B - FOR THE UNEMPLOYED?

5. TO WHAT EXTENT DOES YOUR ORGANIZATION ADHERE TO THE GENERALLY-USED DEFINITION OF PAID EDUCATIONAL LEAVE, I.E.:

<p>A - STATUTORY LEAVE GRANTED TO AN EMPLOYEE FOR EDUCATIONAL PURPOSES</p> <p>B - ... OF A PROFESSIONAL AND/OR GENERAL AND/OR UNION NATURE</p> <p>C - DURING NORMAL WORKING HOURS</p> <p>D - WITHOUT LOSS OF FRINGE BENEFITS AND WITH PAYMENT OF ADEQUATE FINANCIAL ALLOWANCES</p> <p>E - GUARANTEE OF RETURN TO POSITION OCCUPIED PRIOR TO LEAVE</p>	
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6. OF THE FIVE ELEMENTS USED TO DEFINE PAID EDUCATIONAL LEAVE, WHICH IN YOUR OPINION, IS THE MOST IMPORTANT OR HAS THE GREATEST PRIORITY?

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